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FOREWORD

In 1930 when the economic depression was just beginning, I declared in my annual report to the Board of Directors that a new emergency in education was coming. I pointed out how the National Education Association, in cooperation with other agencies, met the emergency after the War and prevented a breakdown in education. The new emergency calls for the same kinds of unselfish cooperation, careful thinking, and courageous acting.

But although many people in 1930 could have predicted a new emergency in education, no one could foresee how serious that emergency would become. We expected to find difficulty in maintaining school services. We did not expect to see 2000 schools closed entirely, tuition charged in public schools, and teachers going unpaid month after month and year after year.

The National Education Association is keeping in very close touch with educational conditions. This *Research Bulletin* presents the most recent data available on what is happening to the schools. It shows that reductions in educational opportunities are not merely local; they are state-wide, nation-wide. State action and national action are necessary to remedy them. The schools and the children must not be neglected in our programs for national recovery.

If education previous to the depression had been extravagantly wasteful, honeycombed with graft, or unwisely administered, it might be possible at this time to reconcile the opposing forces of declining resources and increasing responsibilities. On the contrary, however, education has been, on the whole and in view of its great social and economic importance, conservatively financed throughout its history. It has been, on the whole, efficiently administered. Opportunities for reduction in school expenditures without reduction in the scope and quality of service are, therefore, more restricted than in some other lines of private and public enterprise. Furthermore, reductions already effected have removed what little possibility existed for real economy. The issue before the country now is: Will the people withdraw children from school and slacken their demands for good educational services, or will they provide at least reasonably adequate school funds?

It seems certain that the American people will prefer, and indeed ultimately insist upon, the latter choice. The people wish to maintain schools and colleges at a high level of effectiveness. If existing taxation and public revenue systems are inadequate, they must be reformed until the necessary funds are produced. If uneconomical methods of school administration have prevailed, they must be eliminated. If local funds fail, then both state funds and federal funds must be provided to protect this basic social institution.

All school people into whose hands this bulletin may come should present these facts to every available civic group. The material should be called to the attention of local newspapers. It should be used in talks before local and state civic clubs and other organizations. By every possible means the people of the United States must be awakened to the national danger involved in the undermining of education and must insist that their representatives in boards of education, state legislatures, and the Congress of the United States take appropriate action to restore to American children those educational rights which have lately been unwisely and unfairly denied.

J. W. Crabtree, *Secretary,*
National Education Association

I. A General Survey: Conflicting Forces and Varying Conditions

This bulletin provides in brief compass a review of some of the major effects of the depression on public-school opportunities through the current school year. In presenting this general picture it has been necessary to use the best estimates and figures available at the moment. In all estimates used an attempt has been made to be conservative and to picture the situation at the present moment as accurately and fairly as the available data permit.

Four Major Trends

Although information is limited there are four major facts which stand out beyond all dispute. First, the responsibilities of public education have continued to increase throughout the depression. In the current school year, the public high schools must accommodate one million more students than in 1930. More children are demanding educational opportunities and the new demand is coming from groups of children for whom schooling is more expensive and more difficult to supply than usual. Climbing enrolment figures are always characteristic of American education, but in some respects the depression has accelerated the normal rates of increase.

The second undeniable fact which emerges from this study is the very significant decrease of the financial support available for the public schools. In spite of the increasing enrolments the expenditures for public schools will be nearly six hundred million dollars less this year than in 1930. Public education has shared fully in the effects of the movement to reduce taxes and the cost of governmental services.

Third, given the two conditions described immediately above, it can readily be concluded that educational opportunities have been seriously restricted. For example, school programs in many cities are now entirely without health service, or without instruction in art, music, physical education, home economics, or industrial arts. With more children to educate and with less funds available for doing the job, the public schools have found it necessary to eliminate services and to institute a wide variety of types of retrenchment.

Finally, this bulletin reveals enormous differences in educational conditions among and within the several states. It is a well-known fact that prior to the depression there were immense differences in educational conditions among school districts and states.[1] Educational opportunities, broadly speaking, were superior for city children and inferior for rural children; superior for children attending consolidated rural schools and inferior for children attending one-room schools; superior for children of the white race and inferior for children of the negro race; superior for children in the northern states and inferior for children in the southern states. While there were many exceptions to these generalizations the existence of enormous differences of educational opportunities prior to the depression is unmistakable. These differences have not been removed during the past four years. At the present moment educational conditions among the 127,000 school districts of the United States vary all the way from those which are in a sound financial condition to those bankrupt school districts which have no funds at hand, which have exhausted their borrowing power, which owe money to their teachers, which have no immediate revenue in sight, and in which the schools are completely closed without any regular school opportunity for the children. November 1 of the current school year finds almost 2000 schools already closed, with no educational opportunity available for over 100,000 children. By April 1 it is likely that closed schools will number 20,000 and children affected, 1,000,000. There are, on the other hand, a few places which have maintained all of the services which the children enjoyed prior to the depression and which have even expanded the services and added others in recent years.

Summary

The current educational situation of the United States then, may be summarized in these eight words:

Responsibilities increased; Resources decreased; Services reduced; Inequalities continued.

[1] National Education Association, Research Division. "The Ability of the States to Support Education," "The Outlook for Rural Education." *Research Bulletin* 4: 1-88; January and March, 1926; 9: 230-302; September, 1931. Washington, D. C.: the Association.

II. Major Trends in Education, 1926-1934

Out of the great mass of current educational statistics it is necessary for the purposes of this Bulletin to select certain items which are judged to be particularly significant in revealing the effect of the depression on the support and needs of public education. Table 1 presents data on these selected items.

Scope of data presented—The years covered are from 1926 to 1934. The years prior to the depression have been included in order to give a general over-view of trends at that time.

Responsibilities—Seven items have been selected for this table. Columns 2 and 3 give data on public-school enrolments which may be taken as a rough quantitative measure of the responsibilities which the schools are expected to meet. Separate data are given for high-school enrolments because the trends at this level are markedly different from those for school enrolments considered as a total figure.

Staff—Two items are given in Table 1 which relate to the staff of the schools. The number of teachers, principals, and supervisors indicates the professional resources for handling the enrolments given in columns 2 and 3. The average salary for these employees indicates very roughly the economic status of the teaching profession over a period of years.

Expenditures—The table also gives two figures on expenditures. Column 6, total expenditures (payments for current expense, capital outlay, and interest), shows the financial support accorded to the schools. The expenditures for capital outlay (the acquisition of school sites, and the construction and equipment of new school buildings) are given separately because these exhibit a distinctly different trend from expenditures considered as a total.

Unit costs—Finally, the table gives the cost per child enrolled as calculated by dividing

TABLE 1.—CERTAIN PUBLIC SCHOOL STATISTICS, 1926-1934

Years ending June 30	Total enrolment	High school enrolment	Number of teachers, principals, and supervisors	Average salary of teachers, principals, and supervisors	Total expenditures[1]	Capital outlay	Cost per child enrolled
1	2	3	4	5	6	7	8
1926	24,741,468	3,757,466	831,078	$1,277	$2,026,308,190	$411,037,774	$81.90
1927	24,960,582	3,834,372	842,654	1,320	2,105,322,414	397,016,965	84.35
1928	25,179,696	3,911,279	854,230	1,364	2,184,336,638	382,996,156	86.75
1929	25,428,856	4,155,350	867,297	1,392	2,250,563,511	376,937,062	88.50
1930	25,678,015	4,399,422	880,365	1,420	2,316,790,384	370,877,969	90.22
1931	26,011,586	4,640,000	892,466	1,440	2,316,613,523	320,240,159	89.06
1932	26,275,441	4,881,000	897,000	1,368	2,188,273,000	237,120,080	83.28
1933	26,239,194	5,121,000	882,000	1,296	1,921,900,000	154,000,000	73.25
1934	26,353,000	5,461,000	840,000	1,050	1,753,300,000	97,600,000	66.53

Sources of data:

For 1926, 1928, and 1930: Data from U. S. Office of Education, *Biennial Surveys of Education.*

For 1927 and 1929: Direct interpolation between 1926 and 1928 and 1928 and 1930 figures.

For 1931: High-school enrolment estimated by direct interpolation between 1930 and 1933. All other figures derived from returns for 1931 from 40 states and the District of Columbia, plus 1930 figures for the remaining 8 states. See: National Education Association. *Educational Research Service Circular*, No. 11, 1932.

For 1932: Total expenditures and number of teachers, principals, and supervisors based on reports from 10 states and the District of Columbia, the proportionate change between 1931 and 1932 in these states being applied to 1931 national figures. High-school enrolment estimated by direct interpolation between 1930 and 1933. Capital outlay and teachers' salaries are directly interpolated between 1931 and 1933. Total enrolment represents advance figures from U. S. Office of Education.

For 1933: Expenditures and capital outlay are estimates of U. S. Office of Education and Research Division, National Education Association, as reported in *The Current Situation in Education*, p. 15. However, the estimate there given for total expenditure has been reduced by $40,000,000 as this is approximately the amount of unpaid teachers' salaries as of June 30, 1933. See: National Education Association. *Educational Research Service Circular*, No. 10, 1933. Number of teachers, principals, and supervisors obtained by reducing the 1932 figure by 15,000 in accordance with an estimate from *The Current Situation in Education*, p. 22. Average salaries are a reduction of 10 percent below the 1931 figure. See: National Education Association. "Salaries in City School Systems, 1932-33." *Research Bulletin*, Vol. 11, No. 2, March, 1933. Total enrolments are interpolated between 1931 and 1934; high-school enrolment is an increase of 722,000 over 1930 figures. (U. S. Office of Education, in *United States News*, 1: 197; August 5-12, 1933.)

For 1934: These figures are based chiefly on estimates submitted by 26 states to the Joint Commission on the Emergency in Education, National Education Association (unpublished study). The proportionate change in enrolments and expenditures in these states between 1930 and 1934 has been applied to 1930 national figures. High-school enrolments are estimated by adding to the 1933 figure; first, the normal annual increase of approximately 240,000 and then an additional increment of 100,000, the estimated number of extra children brought into the schools by the provision of the industrial codes of 1933 (See: Cook, Katherine M. "The Children's Code." *School Life*, September, 1933.) The number of teachers, principals, and supervisors is calculated from advance information of the U. S. Office of Education that approximately 18,000 fewer teachers were employed in cities in 1934 than in 1930. On the same basis, the reduction in rural teacher situations would amount to about 20,000. In addition, approximately 2000 rural schools were closed in 1934 because of lack of funds. (Joint Commission on the Emergency in Education.) Teachers' salaries are estimated from the proportion of teachers receiving less than $750. (Joint Commission on the Emergency in Education.) Budgets for capital outlay are 36.6 percent below 1933 expenditures for this purpose. (*City Schools and the Economic Situation*, Circular No. 124, October, 1933, U. S. Office of Education.)

Cost per child is calculated for each year from Columns 2 and 6.

[1] Includes current expenses, capital outlays, and interest. Excludes payments for bonds, short-term loans, and sinking funds.

column 6 by column 2. This is a convenient unit cost for a brief review of this type. A complete statement of the many sources of information utilized in preparing Table 1 is contained in the footnotes to it.

Principal Conclusions

Total enrolments—Table 1 shows that from 1926 to 1934, public school enrolments increased at an approximately uniform rate.[1] There was apparently a slight decrease in the total for 1933, but estimates for 1934 show a resumption of the upward trend. Each year there have been roughly 200,000 more children in the public schools than the year previous—a gain of slightly less than 1 percent per year.

High-school enrolments—The trend in high-school enrolments has been quite different from the uniform trend in total enrolments traced above. The number of high-school students has increased at a much more rapid rate than the total enrolments. It is probable that all, or nearly all, of the increase in total enrolments is now occurring at the high-school level. Indeed, estimates of the United States Office of Education suggest that elementary-school enrolments in the nation at large have already begun to decrease. From 1926 to 1928 the annual rate of increase in high-school enrolments appears to have been about 2 percent. Since then, however, the average annual increase has been about 4 percent. These rapid increases in enrolment at the high-school level have particular financial significance, since it is at this level that the higher costs are at present involved.

Staff—The number of teachers, principals, and supervisors employed in the public schools continued to increase through the school year 1932. There was a slight falling off in 1933 followed by a much larger decrease in 1934. There are now about the same number of teachers as in 1927, but these employees are giving instruction to 1,400,000 more children than in 1927.

Salaries—The average salary of teachers, principals, and supervisors continued to increase through 1931. Since that date it has been decreasing and the reductions each year have been greater than those in the year previous.

Expenditures—Total public school expenditures did not begin to decrease until 1931. In 1932, 1933, and 1934 the rate of decrease gathered momentum until in 1934 the total annual expenditures for public education in elementary and secondary schools will be decidedly less than the amount spent in 1926.

Capital outlay—Expenditures for capital outlay show a different trend. In the period between 1927 and 1930, annual expenditures for school buildings, sites, and equipment seemed to be stabilizing at slightly less than $400,000,000 per year. Beginning in 1930, however, a rapid decline in these expenditures began, so that by 1934 they reached the low figure of $97,600,000. This last figure, however, may need to be revised upward if large sums of money are made available this year for public school buildings by the Federal Public Works Administration.

Cost per child—The cost per child enrolled showed slight annual increases from 1926 through 1930. In 1931 a downward trend began, which in 1934 reached approximately $67 per child enrolled, as compared with $90 in 1930 and $82 in 1926.

[1] It should be noted that in Tables 1 and 2 the years referred to are the school years ending June 30 of the year named.

TABLE 2.—INDEX NUMBERS FOR CERTAIN PUBLIC SCHOOL STATISTICS, 1926-1934 (1930 = 100)

Years ending June 30	Total enrolment	High-school enrolment	Number of teachers, principals, and supervisors	Average salary of teachers, principals, and supervisors	Total expenditures	Expenditures for capital outlay	Cost per child enrolled
1	2	3	4	5	6	7	8
1926	96	85	94	90	87	111	91
1927	97	87	96	93	91	107	93
1928	98	89	97	96	94	103	96
1929	99	94	99	98	97	102	98
1930	100	100	100	100	100	100	100
1931	101	105	101	101	100	86	99
1932	102	111	102	96	94	64	92
1933	102	116	100	91	83	42	81
1934	103	124	95	74	76	26	74

Summary

In order to reduce the figures of Table 1 to a comparable basis they have been converted, in Table 2, into index numbers, using 1930 as the basal year. By reading, in Table 2, the index numbers for 1934 for each of the items, it is possible to secure a rapid review of changes since 1930. These changes may be summarized as follows: total enrolments, up 3 percent; high-school enrolments, up 24 percent; number of teachers, principals, and supervisors, down 5 percent; average salaries, down 26 percent; total expenditures, down 24 percent; capital outlays, down 74 percent; cost per child enrolled, down 26 percent.

Table 3 summarizes these same trends from another point of view. It shows, for each of the last five items of Table 1, the year in which it stood at the same level as it does in the school year 1933-34. Thus, the number of teachers, principals, and supervisors is now at the 1927 level; their salaries are at the level of 1921; total public school expenditures are at the level of 1924; capital outlays are at the level of 1913; and cost per child enrolled has slipped back eleven years to the level of 1922.

Chart I presents the index numbers of Table 2 in graphic form. It clearly contrasts the upward swing of enrolments with the downward trend of expenses, unit costs, and staff. The index numbers, represented by the vertical scale 70 to 120 and above, show the amount of change below or above the level of the 1930 program.

TABLE 3.—EXTENT TO WHICH SCHOOL PROGRAMS HAVE BEEN RETARDED

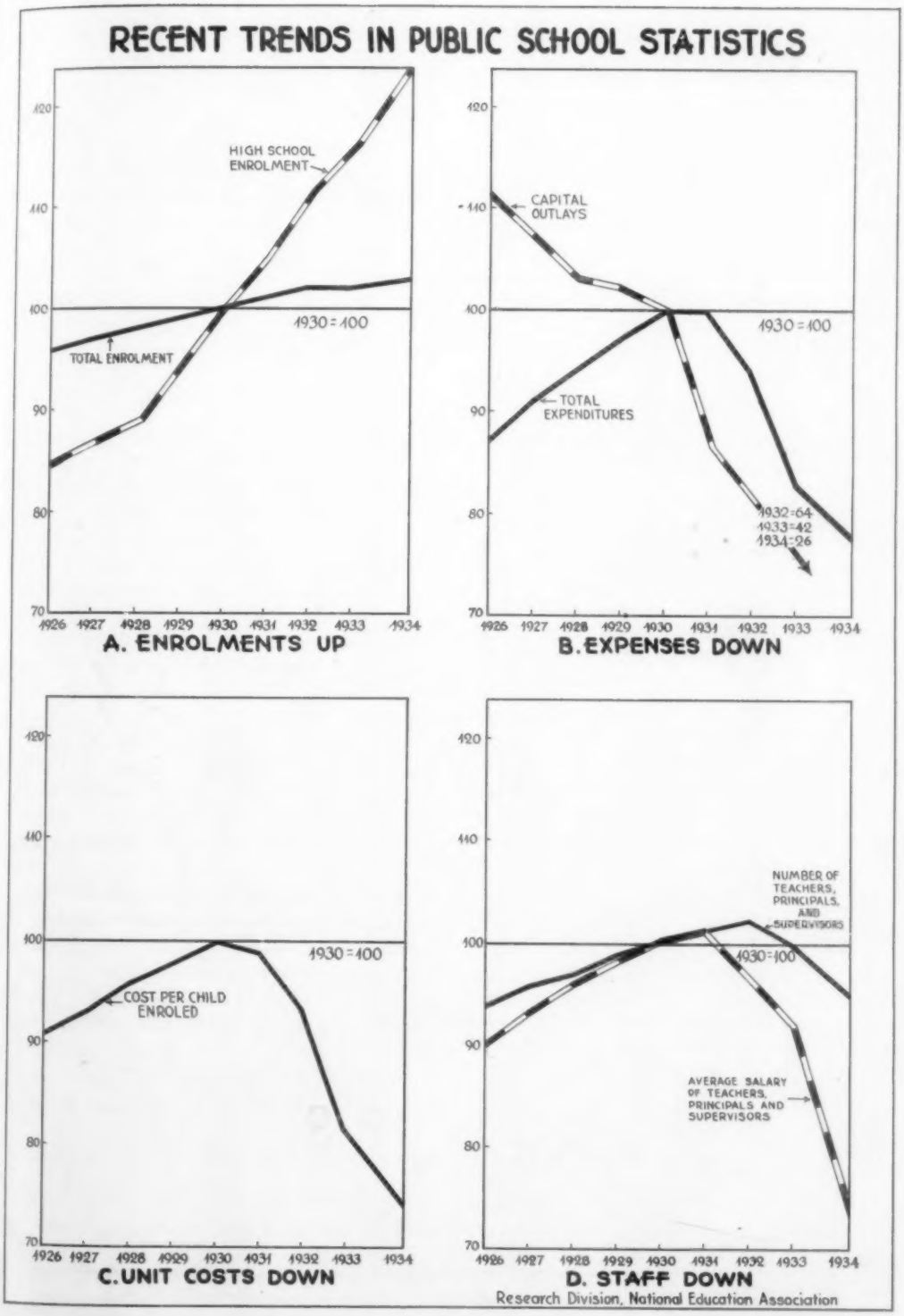
Educational items	Year to which 1934 figures have declined	Number of years of development lost
1	2	3
Number of teachers, principals, and supervisors	1927	6
Average salary of teachers, principals, and supervisors	1921	12
Total expenditures	1924	10
Capital outlay	1913	20
Cost per child enrolled	1922	11

OUR SCHOOLS ought to be the last to feel the pinch of economy, just as they ought first to experience the return of prosperity. Undoubtedly the educational tree needs some pruning. . . . But if such pruning is necessary it should be done scientifically, by experts. It serves no good purpose of economy and it is immensely damaging to our educational system to slash into a budget regardless of whether we are cutting into a vital spot or not.

Even in these days of tremendously pressing problems, to my mind the most important question of all is, What are we going to do about our schools? That education should be universal goes without saying. By education I mean more than the three R's. I believe that every child should be given all the education that he can reasonably absorb. . . . This means that everyone in order to have the best chance possible for a happy and full life should have every bit of education that he is capable of receiving and of using to advantage.

He should have this not only for his own sake but for the good of the whole. . . . No nation in these times can hope to survive, to say nothing of progressing in the arts and the sciences, in commerce, in trade, or in industry, unless it is composed of a well educated citizenry. Least of all can a democracy, depending, as it must depend, upon an informed public opinion for the selection of its leaders and the framing of its laws hope long to endure unless it consists of a highly and universally educated electorate. The individual American must be educated not only that he may be able to enjoy a happier and fuller life; he must be educated in order that, in cooperation with other educated Americans, he may do his part toward sustaining and upbuilding an intelligent and beneficent and capable government.—*Honorable Harold L. Ickes, Secretary, United States Department of the Interior. Radio address, October 29, 1933.*

CHART I


RECENT TRENDS IN PUBLIC SCHOOL STATISTICS
HIGH SCHOOL ENROLMENT
TOTAL ENROLMENT
1930 = 100
A. ENROLMENTS UP
CAPITAL OUTLAYS
TOTAL EXPENDITURES
1930 = 100
1932=64
1933=42
1934=26
B. EXPENSES DOWN
COST PER CHILD ENROLED
1930 = 100
C. UNIT COSTS DOWN
NUMBER OF TEACHERS, PRINCIPALS, AND SUPERVISORS
AVERAGE SALARY OF TEACHERS, PRINCIPALS AND SUPERVISORS
1930 = 100
D. STAFF DOWN
Research Division, National Education Association

III. Educational Services in Rural Areas

Up to this point, the bulletin has been concerned with national totals. It has shown how the demands on the schools are becoming greater while their financial support has been diminished. Succeeding sections will deal primarily with the effect of these two opposing tendencies on the educational opportunities available to the nation's children. This material will be presented: *first,* with respect to schools in rural areas; *second,* in connection with city school systems; and *third,* with respect to the various states, territories, and regions.

This section[1] reviews certain educational conditions prevailing in rural districts at the beginning of the school year 1933-34. Three important matters are included:

1. *Closed schools*—Nearly two thousand rural schools failed to open in the fall of 1933 due to lack of funds.
2. *Short terms*—Eighteen thousand rural schools are operating for less than six months. Seven hundred of these are operating less than three months.
3. *Sub-code teachers*—The number of rural teachers receiving wages less than the amount provided in the "blanket code," officially known as the President's Reemployment Agreement, is 210,000. Of this number, 84,000 rural teachers are receiving less than $450 per year.

Source of data—A return postcard inquiry form was mailed on October 5, 1933, to all county school superintendents or equivalent rural or state school officers.[2] A total of 3520 cards were mailed. By October 24, replies covering 1886 counties or equivalent units had been received. The tabulations reported here are based on these replies. The portion of the inquiry blank used in collecting the information reported here is reproduced below.

On the basis of present prospects how many schools will not open in 1933-34 because of lack of funds? ——. How many schools will have terms of less than three months? ——; less than six months? ——. How many teachers will receive an annual salary of less than $750? ——; less than $450? ——.

Method of handling data—Replies were received from all states. However, a 100 percent coverage was secured in only a few states. For this reason, it has been necessary to estimate the totals for most of the states on the basis of the replies actually received.[3] It should be emphasized, however, that in all the tables all these estimates are indicated as such and that the actual reported totals are given in columns adjoining the estimate. In eleven states complete state-wide information was secured on certain items and such information was utilized, whenever available, in preference to scattered replies from local sources.[4]

Closed Schools

Table 4 shows that 1343 schools were reported by the 1930 counties as failing to open because of lack of funds. From these figures it is estimated that 1882 rural schools in the entire United States failed to open in the fall of 1933 because of lack of funds. Five or more closed schools were actually reported for twelve states; namely, Alabama, Arkansas, Colorado, Florida, Kansas, Louisiana, Michigan, Montana, North Dakota, Ohio, South Dakota, and West Virginia. The location of the schools is shown in Chart II.

The number of children affected by the closing of these 1882 schools is about 104,100.[5] This is as many children as are enrolled in the entire public school system of a city as large as St. Louis, or in the entire state of Oregon.

The school year 1933-34 is the second year of the depression in which considerable numbers of rural schools have closed very early or failed to open at all. The number of closed schools at certain times in the school years 1932-33 and 1933-34 are indicated in Table 5. By utilizing the figures on schools which will be open for brief terms, it is possible to estimate, in advance, the number of schools which will be closed by January 1 and April 1, 1934.

CHART II

[1] This section was originally published in a limited edition for the use of regional consultants of the Joint Commission on the Emergency in Education.

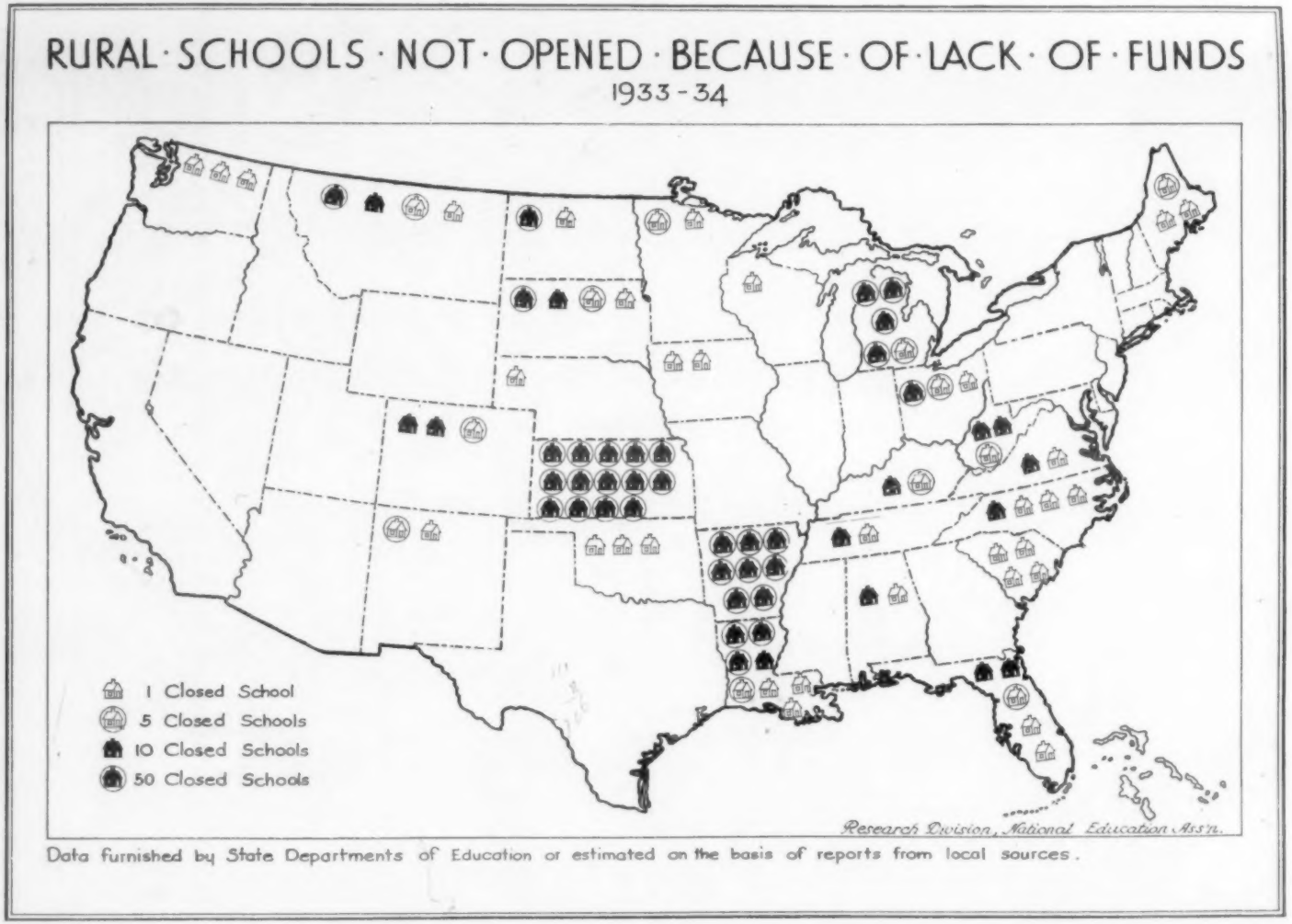
[2] Town and field supervisors in Connecticut; State rural supervisors in Delaware; Parish superintendents in Louisiana; Town union superintendents in Maine, Massachusetts, New Hampshire, and Rhode Island; Deputy superintendents of public instruction in Nevada; and District superintendents in New York, Utah, and Vermont.

[3] The basis of this estimate was the percent of rural inhabitants of the state residing in the several counties. The formula used was: Estimated total for the state equals actual total for the counties reporting divided by the percent of the state's total rural population residing in the counties reporting. (Data on rural population from U. S. Census for 1930.)

[4] Complete figures were received from Delaware, Idaho, Illinois, Massachusetts, and Rhode Island, and replies on certain items from other states.

[5] Surveys of schools closed very early in the school year 1932-33 indicated an average of 56 children per closed school. See "The Depression and the Schools," Joint Commission on the Emergency in Education, National Education Association, May 8, 1933, 7 p. In the present study the figure of 50 children per school is used.

CHART II


RURAL · SCHOOLS · NOT · OPENED · BECAUSE · OF · LACK · OF · FUNDS
1933 - 34
1 Closed School
5 Closed Schools
10 Closed Schools
50 Closed Schools
Research Division, National Education Ass'n.
Data furnished by State Departments of Education or estimated on the basis of reports from local sources.

Recent developments have changed the closed school situation shown in Chart II and Table 4. Write the Research Division for latest information.

TABLE 4.—RURAL SCHOOLS FAILING TO OPEN IN 1933-1934 BECAUSE OF LACK OF FUNDS

State	Counties or equivalent school units				Schools reported closed		Estimated number of children affected by closed schools in Column 7 [2]
	Number in state	Number reporting	Number of counties reporting one or more closed schools	Percent of total state rural population residing in counties reporting	Actual number reported	Estimated total [2]	
1	2	3	4	5	6	7	8
Continental United States	3,520	1,930	47 [1]	..	1,343	1,882	104,100
Alabama	67	67	1*	100	11*	11*	550
Arizona	14	7	0	59	0	0	0
Arkansas	75	75	..	100	400*	400*	30,000*
California	58	33	0	61	0	0	0
Colorado	63	21	3	28	7	25	1,250
Connecticut	16	7	0	43 [3]	0	0	0
Delaware	3	3	0*	100	0*	0	0
Florida	67	21	4	30	8	27	1,350
Georgia	161	41	0	28	0	0	0
Idaho	44	44	0*	100	0*	0	0
Illinois	102	102	0*	100	0*	0	0
Indiana	92	92	0*	100	0*	0	0
Iowa	99	44	1	45	1	2	100
Kansas	105	105	..	100	700*	700*	35,000
Kentucky	120	26	2	20	3	15	750
Louisiana	64	12	1	19	32	168	8,400
Maine	133	40	1	30 [3]	2	7	350
Maryland	23	14	0	56	0	0	0
Massachusetts	74	74	0*	100	0*	0	0
Michigan	83	19	4	22	45	205	10,250
Minnesota	87	27	2	33	2	6	300
Mississippi	82	23	0	25	0	0	0
Missouri	114	114	0*	100	0*	0	0
Montana	56	21	7	44	29	66	3,300
Nebraska	93	89	1*	96	1*	1	50
Nevada	6	2	0	27	0	0	0
New Hampshire	59	29	0	49 [3]	0	0	0
New Jersey	21	15	0	82	0	0	0
New Mexico	31	6	1	20	1	5	250
New York	201	201	0*	100	0*	0	0
North Carolina	100	24	1	24	3	13	650
North Dakota	53	27	4	51	26	51	2,550
Ohio	88	43	2	50	28	56	2,800
Oklahoma	77	22	1	31	1	3	150
Oregon	36	16	0	46	0	0	0
Pennsylvania	66	39	0	60	0	0	0
Rhode Island	10	10	0*	100	0*	0	0
South Carolina	46	9	1	26	1	4	200
South Dakota	69	27	4	41	27	66	3,300
Tennessee	95	31	1	38	4	11	550
Texas	254	48	0	17	0	0	0
Utah	34	19	0	57	0	0	0
Vermont	90	90	0*	100	0*	0	0
Virginia	100	37	2	38	4	11	550
Washington	39	17	1	37	1	3	150
West Virginia	55	14	1	20	5	25	1,250
Wisconsin	72	72	1*	100	1*	1	50
Wyoming	23	11	0	47	0	0	0

* Figures obtained from State Departments of Education.
[1] Not including Kansas and Arkansas.
[2] See text for basis of estimates.
[3] Estimated on the basis of ratio of replies received to number of rural superintendents in state.

TABLE 5.—SCHOOLS CLOSED AND CHILDREN DENIED EDUCATIONAL OPPORTUNITIES, 1932-33 AND 1933-34

Date	Schools		Children	
	1932-33	1933-34	1932-33	1933-34
1	2	3	4	5
November 1	40	1,882	103	104,100
January 1	412	2,597 [1]	39,068	139,850 [1]
April 1	5,825	19,893 [1]	467,000	1,004,650 [1]

Source: Data collected by the Joint Commission on the Emergency in Education of the National Education Association and the Department of Superintendence. Data for 1932 and spring of 1933 based on state-wide reports from 42 states; data for fall of 1933 and estimates for 1934 limited to rural areas.
[1] Estimated on basis of present prospects for term length as reported by county superintendents of schools.

TABLE 6.—SHORT SCHOOL TERMS IN RURAL AREAS, 1933-1934

Table 5 shows that, in November, 1934, 1882 schools were closed as compared with only 40 closed schools at the same date in 1933. Again in April, 1933, there were 5825 closed schools; whereas by April, 1934, there will be nearly 20,000 such schools. These figures, together with related data on the number of children involved, are shown in Chart III.

Short Terms

Terms of less than three months—Out of 1699 counties reporting on this question, only 18 reported one or more schools which would run less than three months. The total number of schools thus reported is 150. On the basis previously described, the estimated total on this item for the entire rural area of the United States is 715 schools. This would affect approximately 35,750 children.

Terms of less than six months—A much larger group of schools was reported as expecting terms of less than six months than were reported to expect terms of less than three months. Of the 1699 counties responding to this question, 151 expected to have one or more schools open for less than six months. The total number of schools thus reported is 5108; the estimated total for the rural schools of the United States as a whole is 18,011 schools. This would involve about 900,550 children.[6] The detailed state-by-state reports on short school terms are given in Table 6.

Summarizing at this point, rural children who are this year being entirely denied educational opportunities or suffering seriously reduced school terms may be listed as given in Table 7.

Sub-code Teachers

Table 8 presents data on the number of teachers receiving salaries which may fairly be considered to be below the minimums fixed in the President's Reemployment Agreement or Blanket Code.

An exact comparison between the salaries of teachers and the minimum wage rates fixed by the President's Agreement is not possible because teachers are paid either by the month or by the year; whereas the rates in the Agreement are in terms of hours and weeks. Nevertheless, an approximate comparison is possible. It should be understood that such comparisons as will follow do not at all imply that the minimum rates of the Blanket Code are accepted as a proper basis of compensation for teachers.

Under Article 6 of the President's Reemployment Agreement employers agree: "Not to pay any employee of the classes mentioned in paragraph 3 (factory or mechanical worker or artisan) less than 40 cents per hour, unless the hourly rate for the same class of work on

[6] Probably this estimate is too low because it seems likely that schools which can operate for terms up to six months in length would be larger on the whole, than the schools which fail to open entirely. Nevertheless, since no other basis for estimate is available, the ratio of 50 children per school has been used in connection with the shortened terms as it was for the closed schools.

CHART III

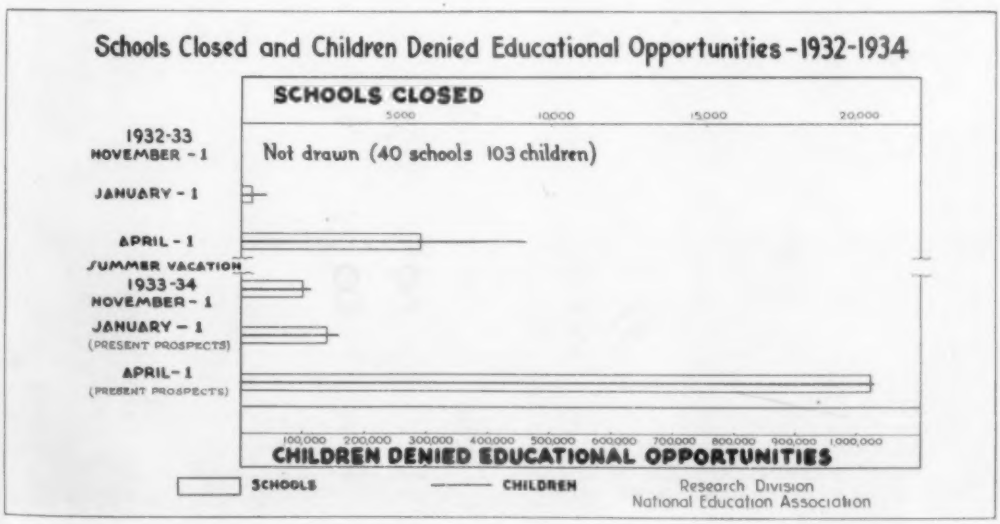


TABLE 6.—SHORT SCHOOL TERMS IN RURAL AREAS, 1933-1934

State	Percent of total state rural population residing in counties reporting	Schools with terms of less than three months			Schools with terms of less than six months		
		Actual number reported	Estimated total	Children affected in schools in Col. 4	Actual number reported	Estimated total	Children affected in schools in Col. 7
1	2	3	4	5	6	7	8
Continental United States	...	150	715	35,750	5,108	18,011	900,550
Alabama	38	11	29	1,450	1,592	4,189	209,450
Arizona	39	0	0	0	0	0	0
Arkansas	6	6	100	5,000	27	450	22,500
California	100	0*	0	0	0*	0	0
Colorado	28	0	0	0	6	21	1,050
Connecticut	43[1]	0	0	0	0	0	0
Delaware	100	0*	0	0	0*	0	0
Florida	30	1	3	150	187	623	31,150
Georgia	28	0	0	0	601	2,146	107,300
Idaho	100	0*	0	0	0*	0	0
Illinois	100	0*	0	0	0*	0	0
Indiana	100	0*	0	0	0*	0	0
Iowa	45	0	0	0	0	0	0
Kansas	34	6	18	900	18	53	2,650
Kentucky	20	0	0	0	9	45	2,250
Louisiana	19	87	458	22,900	159	837	41,850
Maine	30[1]	0	0	0	0	0	0
Maryland	56	0	0	0	0	0	0
Massachusetts	100	0*	0	0	0*	0	0
Michigan	22	0	0	0	252	1,145	57,250
Minnesota	33	0	0	0	0	0	0
Mississippi	25	0	0	0	391	1,564	78,200
Missouri	34	6	18	900	179	526	26,300
Montana	44	0	0	0	17	38	1,900
Nebraska	100	0*	0	0	50*	50*	2,500
Nevada	27	0	0	0	0	0	0
New Hampshire	40[1]	0	0	0	0	0	0
New Jersey	82	0	0	0	0	0	0
New Mexico	20	0	0	0	0	0	0
New York	100	0*	0	0	0*	0	0
North Carolina	24	3	13	650	3	13	650
North Dakota	51	12	24	1,200	67	131	6,550
Ohio	50	10	20	1,000	196	392	19,600
Oklahoma	31	3	10	500	80	258	12,900
Oregon	46	2	4	200	25	54	2,700
Pennsylvania	60	0	0	0	0	0	0
Rhode Island	100	0*	0	0	0*	0	0
South Carolina	26	0	0	0	439	1,688	84,400
South Dakota	41	0	0	0	0	0	0
Tennessee	38	0	0	0	123	324	16,200
Texas	17	3	18	900	36	212	10,600
Utah	57	0	0	0	0	0	0
Vermont	100	0*	0	0	0*	0	0
Virginia	38	0	0	0	0	0	0
Washington	37	0	0	0	0	0	0
West Virginia	20	0	0	0	650	3,250	162,500
Wisconsin	100	0*	0	0	0*	0	0
Wyoming	47	0	0	0	1	2	100

* Figures obtained from State Departments of Education.
[1] Estimated on the basis of replies received to number of rural superintendents in state.

TABLE 7.—RURAL CHILDREN DENIED PART OR ALL OF THEIR EDUCATIONAL OPPORTUNITY, 1933-34

Limitation of opportunity	Number of children
1	2
No schools at all	104,100
Less than 3 months school	35,750
Less than 6 months school	900,550
Total[1]	1,004,650

[1] It is assumed that the 35,750 children with less than 3 months of school are all included among those with less than 6 months of school.

July 15, 1929, was less than 40 cents per hour. . . ." Article 3 of the same Agreement refers to a working week of 35 hours for this group. A week of this length at 40 cents an hour would yield a minimum salary of $14 per week. This would be $728 per year. However, the Agreement also specifies that an employer may give the right to work as much as 40 hours per week for a limited period of time. If the employee were able to work this additional time for, say, twelve weeks,[7] the weekly wage for these twelve weeks would be $16 and the annual earnings would be $752. The sum of $750 was, therefore, taken as an annual salary

[7] The Agreement allows six 40-hour weeks during the period July 27 to December 31, 1933. This would be, at the same rate, somewhat more than twelve 40-hour weeks in a year.

TABLE 8.—RURAL TEACHERS RECEIVING YEARLY SALARIES OF LESS THAN $750 AND $450, 1933-1934

State	Percent of total state rural population residing in counties reporting	Teachers receiving less than $750		Teachers receiving less than $450	
		Actual number reported	Estimated total	Actual number reported	Estimated total
1	2	3	4	5	6
Continental United States	...	73,244	209,573	26,012	84,036
Alabama	38	3,462	9,111	2,823	7,429
Arizona	59	14	24	0	0
Arkansas	6	210	3,500	210	3,500
California	100	0*	0	0*	0
Colorado	28	630	2,250	1	4
Connecticut	43[1]	0	0	0	0
Delaware	100	0*	0	0*	0
Florida	30	1,690	5,633	1,055	3,517
Georgia	28	3,029	10,818	2,553	9,118
Idaho	100	2,467*	2,467	224*	224
Illinois	100	7,000*	7,000	400*	400
Indiana	100	0*	0	0*	0
Iowa	45	4,123	9,162	1,751	3,891
Kansas	34	2,911	8,562	1,243	3,656
Kentucky	20	1,992	9,960	1,236	6,180
Louisiana	19	593	3,121	238	1,253
Maine	30[1]	849	2,830	130	433
Maryland	56	266	475	12	21
Massachusetts	100	0*	0	0*	0
Michigan	22	1,779	8,086	621	2,823
Minnesota	33	1,816	5,503	831	2,518
Mississippi	25	2,272	9,088	1,843	7,372
Missouri	34	3,223	9,479	2,098	6,171
Montana	44	686	1,559	52	118
Nebraska	40	2,537	6,343	901	2,253
Nevada	27	6	22	0	0
New Hampshire	49[1]	19	39	1	2
New Jersey	82	35	43	0	0
New Mexico	20	103	515	43	215
New York	52	12	23	2	4
North Carolina	24	3,153	13,138	885	3,688
North Dakota	51	2,588	5,075	1,254	2,420
Ohio	50	630	1,260	205	410
Oklahoma	31	2,022	6,523	223	719
Oregon	46	915	1,989	148	322
Pennsylvania	60	3,501	5,835	0	0
Rhode Island	100	0*	0	0*	0
South Carolina	26	2,294	8,823	1,207	4,642
South Dakota	41	1,710	4,171	686	1,673
Tennessee	38	3,589	9,445	1,714	4,511
Texas	17	2,296	13,506	207	1,218
Utah	57	312	547	11	19
Vermont	50	555	1,110	42	84
Virginia	38	3,111	8,187	1,013	2,666
Washington	37	497	1,343	27	73
West Virginia	20	1,219	6,095	65	325
Wisconsin	45	2,721	6,047	1	2
Wyoming	47	407	866	76	162

* Figures obtained from State Departments of Education.
[1] Estimated on the basis of ratio of replies received to number of rural superintendents in state.

approximately equivalent to the minimum hourly wages specified by the Agreement for a "factory or mechanical worker or artisan."

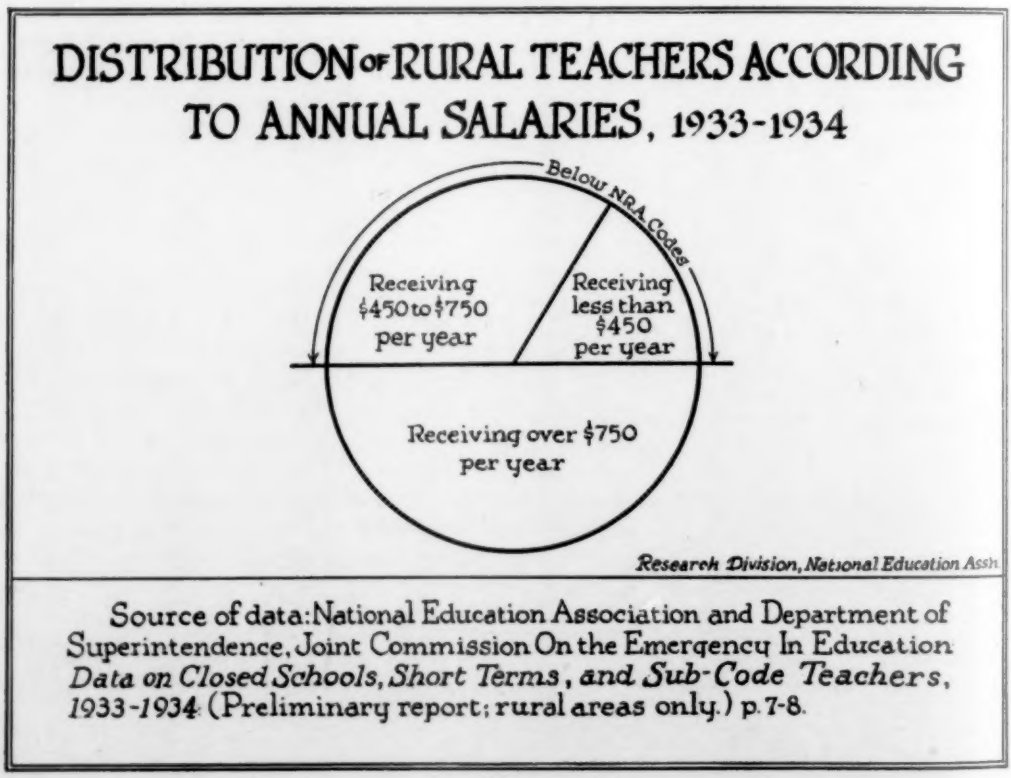
It is recognized, of course, that most teachers are not actually *employed* for the entire year. Nevertheless, a teacher must *live* during the entire year and the expenses of living go on whether or not school is in session. Furthermore, many teachers spend their summers in advanced professional or other studies,—a phase of professional improvement which must be paid for out of funds accumulated while the teacher is actually employed.

It was felt desirable also to have figures for comparison which would be valid even if the annual salary were considered as applying to the school term only, rather than to the entire year. The blank, therefore, called for the number of teachers receiving less than $450 per year.[8]

Table 8 gives the returns and the estimated totals with respect to the number of teachers in 1,462 counties receiving less than $750 and less than $450 per year. The estimated totals for the United States for these two groups are, respectively, 209,573 and 84,036 teachers. There are approximately 860,000 teachers, principals, and supervisors in the public schools of the United States, of whom some 450,000 are in rural areas. This means that this year approximately half the rural teachers in the Nation are receiving an annual salary of less than $750 and one in every five is receiving less than $450. These facts are graphically presented in Chart IV. Many city teachers are also below these levels, but the number of such is not known at present. However, it may safely be said that of the entire public school teaching force of the nation at least one in four is receiving annual wages below the minimum provided for factory hands under the Blanket Code.

[8] The average rural school term in 1930, the latest year for which complete figures are available, was 160 days, or 32 weeks. At $14 per week this amounts to $448 per year.

CHART IV


DISTRIBUTION OF RURAL TEACHERS ACCORDING TO ANNUAL SALARIES, 1933-1934
Below NRA Codes
Receiving $450 to $750 per year
Receiving less than $450 per year
Receiving over $750 per year
Research Division, National Education Assn.

Source of data: National Education Association and Department of Superintendence, Joint Commission On the Emergency In Education *Data on Closed Schools, Short Terms, and Sub-Code Teachers, 1933-1934* (Preliminary report; rural areas only.) p. 7-8.

IV. Educational Services in the Cities

The United States Office of Education, the National Education Association, and other agencies, have recently assembled important data on city conditions. This section of the bulletin, except where otherwise indicated, is based on a recent Office of Education survey.[1]

City School Budgets

Current expense budgets in 677 city school systems decreased on the average of 5 percent, or $54,000,000, between 1933 and 1934. Budget reductions below expenditures of the previous year occurred in all parts of the country, except in the largest cities of the western region.

Figures are also available for a group of 393 cities comparing current expense budgets for the school year 1930-31 with the current school year. The average decrease in these budgets during this period was approximately 20 percent.

Reduced Salaries

The median reduction in teachers' salaries between September, 1930 and June, 1933, reported by 363 cities, was 13.7 percent. The smallest reductions occurred in the largest cities; the greatest reduction in cities of 30,000 to 100,000 population. Further reductions are being effected for 1933-34 in many places.

A few cities, however, are moving to reestablish former salary schedules. Atlanta has restored more than 5 percent of its teachers' salaries, making new rates retroactive to April 1, and planning further advances in the future.[2] The city of Modesto, California, has undertaken also to restore teachers' salaries nearer to former schedules.[3] Milford, Connecticut, has restored domestic science, manual training, and kindergartens, eliminated from the school program at the beginning of the present school year.[4] Ten percent of the 20½ percent deduction in salaries of teachers and janitors has been restored, and made retroactive from September, 1933. Salary cuts have also been restored in Hudson and Walpole, Mass., and elsewhere.[5]

Unpaid Salaries

The Research Division has recently collected data concerning non-payment of teachers' salaries and payment of teachers in certificates of indebtedness.[6] Data for states and cities in which salary arrears are reported are given in Table 9. Non-payment of teachers' salaries is reported in fourteen states. The total amounts owed to teachers ranged from $2400 in Clayton, New Mexico to $22,000,000 in Chicago, Illinois. The total figure given in Table 9 does not represent the total amount of salaries owed to teachers and other school employees in the United States. It represents merely a minimum figure which is believed to be reasonably complete for most of the larger cities of the country. The total number of school employees involved in Table 9 is approximately 40,000. The data from Chicago represent a large proportion of the total amount reported by the fourteen states. It should be noted that in requesting the information, the inquiry blank excluded from consideration everything except actual *non-payment* of salaries. Reductions in the salary budget by means of lowered rates of pay, dismissing employees, refunds and contributions of salary from employees, shortening of school year, and agreements in advance to work a specified period without pay, are not included in Table 9. Seven states reported salaries unpaid for four months or more.

Teacher Load

City schools today employ 18,600 fewer teachers than in 1931. This is a reduction of 4.6 percent for the nation as a whole, varying from 0.5 percent in cities of 100,000 or more population in the North Atlantic states, to 16.7 percent in cities of 30,000 to 100,000 population in the South Central states. In this three-year period, the number of teachers was decreased 13 percent or more in 6 states, 10 percent or more in ten states.

In 1933-34 city schools will enrol 68,100

[1] Covert, Timon; Foster, Emery M.; and Herlihy, Lester B. *City Schools and the Economic Situation.* U. S. Department of the Interior, Office of Education, Circular No. 124. Washington, D. C.: Government Printing Office, October, 1933.
[2] Correspondence from assistant superintendent in charge of high schools, October 18, 1933.
[3] "Modesto Teachers Salaries." *Sierra Educational News* 29: 11; October, 1933.
[4] Correspondence from superintendent of schools, November 15, 1933.
[5] A list of such cities is now being compiled by the Research Division of the National Education Association.
[6] National Education Association. Department of Superintendence and Research Division. *Unpaid Salaries of Teachers and Other School Employees.* Educational Research Service, Circular No. 10, 1933. Washington, D. C.: the Association, September, 1933. 11 p.

or .5 percent more pupils than in 1932-33, and 1.9 percent or 250,000 more pupils than in 1930-31. Between 1930-31 and the present school year, the greatest increase (6.4 percent) occurred in the South Atlantic states.

The decreasing number of teachers and the increasing number of pupils mean a higher pupil-teacher ratio. They also mean, in most school systems, an increased size of class. However, the general tendency in city school systems to increase class size antedates the depression. The increase has been steady in the number of pupils per teacher since 1930-31 in cities of practically every size and in all regions. In 1933-34 the ratio is 32 pupils per teacher for all cities combined. The range is from 31 in the North Atlantic states to 37 in the South Atlantic states. Arkansas, with 45 pupils per teacher, will probably have the largest classes. There will be more than 40 pupils per teacher in Georgia and North Carolina. Ten states will have an average of fewer than 30.

TABLE 9.—SALARY ARREARS IN CERTAIN STATES AND CITIES

States	Amount of unpaid salaries	Date of report	Proportion of state represented
1	2	3	4
Alabama	$7,000,000	March, 1933	Entire state.
Connecticut			
Bridgeport [1]	300,000	June 30, 1933	One city: Bridgeport.
Illinois			
Chicago	22,000,000	June 30, 1933	Two cities: Chicago and Peoria.
Indiana			
Indianapolis	320,000	June 30, 1933	Three cities: Evansville, South Bend, and Indianapolis.
Michigan			
Grand Rapids	388,979	June 30, 1933	Two cities: Grand Rapids and Flint.
New Hampshire	4,493	July 31, 1933	Entire state.
New Jersey			
Belleville [2]	70,000	June 30, 1933	Twenty-one cities: Belleville, Bradley Beach, Cliffside Park, Edgewater, Elizabeth, Fairview, Fort Lee, Garfield, Hackensack, Jersey City, Long Branch, Madison, Moorestown, Neptune, Newark, Nutley, Paterson, Toms River, Trenton, Pennsauken Township, Spring Lake Heights.
Cliffside Park	103,000	June 30, 1933	
Fairview	45,000	June 30, 1933	
Fort Lee	26,121	June 30, 1933	
Garfield	308,000	June 30, 1933	
Long Branch	83,822	June 30, 1933	
Moorestown	21,677	June 30, 1933	
Spring Lake Heights	2,355	June 30, 1933	
New Mexico			
Clayton	2,400	June 30, 1933	Three cities: Albuquerque, Clayton, Vaughn.
North Carolina			
Charlotte	156,867	June 30, 1933	City of Charlotte.
North Dakota			
Fargo	18,000	June 30, 1933	City of Fargo
Ohio			
Cleveland	2,500,000	June 30, 1933	Twelve cities: Canton, Cincinnati, Cleveland, Cleveland Heights, Columbus, Cuyahoga Falls, Dayton, Euclid, Garfield Heights, Lakewood, Parma, Shaker Heights.
Cleveland Heights	... [3]	June 30, 1933	
Cuyahoga Falls	60,000	June 30, 1933	
Dayton	110,000	June 30, 1933	
Garfield Heights	50,000	June 30, 1933	
Lakewood	45,425	June 30, 1933	
Parma [4]	94,671	June 30, 1933	
Shaker Heights	136,500	June 30, 1933	
Pennsylvania	2,150,820	Sept., 1933	Entire state.
Rhode Island	35,740	June 30, 1933	Entire state.
Wisconsin			
Milwaukee	1,800,000	June 30, 1933	City of Milwaukee.
Total	$37,833,870		

Sources: National Education Association, Department of Superintendence and Research Division. *Unpaid Salaries of Teachers and Other School Employees.* Educational Research Service Circular No. 10, September, 1933. Washington, D. C.: the Association, 1933. 11 p. Also correspondence from Pennsylvania Department of Public Instruction, November 9, 1933.

[1] Employees have been able to use vouchers on back pay in payment of taxes and rents.

[2] In addition to the non-payment of salaries, school employees' salaries were issued for five months in "Regular Municipal Bonds," payable only for taxes and water rent. These bonds bear 6 percent interest and mature December 31, 1936. $135,000, or 28 percent of 1932-33 payroll for school employees was met by these bonds. Teachers had much difficulty in cashing them.

[3] No figure on the total amount unpaid was reported. School employees had not been paid for one and one-half months.

[4] In addition to salaries, the school has accounts payable since February, 1932, and owes a substantial note at bank. The present current debt exceeds the anticipated revenue next year.

Term Length

In 1933-34, 1 city in every 8 reporting expects to shorten the school term; 1 out of every 5 will increase it; and 2 out of 3 do not expect to change the term length. The 180-day term shows the least change toward either decrease or increase. More than 1 out of every 4 cities has shortened its school term since 1930-31; a little over one-half have made no change in term; and fewer than 1 out of every 6 have increased the term since that date. The relatively brief school terms for American children contrast with the much longer school terms at present available to children in other countries.[7]

Curtailment of Opportunities

The elimination or curtailment of educational activities and services presents a complicated and varied picture. Facts revealed by the Office of Education survey are summarized in Table 10. The various services covered by the survey are arranged in descending order according to the percent of cities which have maintained or increased them. The table shows that the least affected school services are apparently those for high school graduates and for physically handicapped children; those most commonly reduced include night schools, adult classes, summer schools, and Americanization classes.

It should be remembered that the data in Table 10 are intended to portray conditions over the period 1929-30 to 1932-33. Further reductions were expected in many cities for the year 1933-34. It should be remembered also that the reductions occurring in any particular city may fall wholly on a single item or may be spread out over many different phases of the total educational program.

The interpretation of Table 10 involves a judgment as to the relative seriousness of curtailing the educational services included in it. Some may take encouragement from the fact that school health services, for example, have been maintained in four out of every five cities. Others will think of the one city in which the school health services have been reduced or eliminated and will deplore the detriment to the welfare of the children involved in this one city.

Building Programs

School building construction has been largely suspended. Probably not more than 1 city in 20 had any classrooms under construction last year. Unless the federal public works program greatly stimulates schoolhouse construction, even less will be done this year. The 1934 budget decrease from the preceding school years' expenditures for capital outlay amounts to 36.6 percent in 507 cities reporting on this item. Since 1930, the budgets for capital outlay in 262 cities show an average decrease of 80 percent. This decrease for the three-year period is representative of all sections and sizes of cities.

[7] U. S. Department of the Interior, Office of Education. *The Deepening Crisis in Education*. Leaflet No. 44. Washington, D. C.: Government Printing Office, 1933. p. 5.

TABLE 10.—STATUS OF CERTAIN SCHOOLS AND CLASSES IN CITY SCHOOL SYSTEMS, 1931-1933

Schools or classes relating to:	Number of cities reporting	Percent of cities maintaining or increasing this work	Percent of cities reducing or eliminating this work
1	2	3	4
High school graduates	569	93.1	6.9
Physically handicapped children	193	90.1	9.9
Home making	654	87.2	12.8
Industrial arts	630	87.0	13.0
Physical education	696	84.4	15.6
Mentally handicapped children	321	84.4	15.6
Art	632	83.8	16.2
Music	722	80.8	19.2
Kindergartens	404	80.2	19.8
Playgrounds and recreation	502	79.7	20.3
Continuation work	181	67.9	32.1
Americanization	247	65.5	34.5
Summer schools	240	58.7	41.3
Night schools and adult classes	266	57.5	42.5

Read table as follows: Five hundred sixty-nine cities reported to the U. S. Office of Education on their school program for high school graduates. This phase of the school program had been maintained or increased in 93.1 percent of the cities, during the period September, 1930 to June, 1933; and reduced or eliminated by 6.9 percent of the cities. Similarly read other figures.

Source: Covert, Timon; Foster, Emery M.; and Herlihy, Lester B. *City Schools and the Economic Situation*. Circular No. 124, October, 1933. Washington, D. C.: U. S. Department of the Interior, Office of Education, 1933. Table 10, p. 11; Table 16, p. 16.

Textbooks and Supplies

Although 80 percent of 604 city school systems maintained or increased their free textbook service between September, 1930 and June, 1933, the sale of textbooks has dropped over 30 percent since 1930. Obviously, worn-out books are not being replaced, and new textbooks are not being purchased.

Not quite 70 percent of the cities reporting maintained and increased their reference and other book services. Reduced expenditures for supplies appear in cities of all sizes, but especially in the cities of over 30,000 population. Further reductions in supplies during 1933-34 are expected by over 90 percent of the cities, while only four cities report that increases will be made.

Defaults on Indebtedness

Defaults on indebtedness have occurred in 259 school districts representing 29 states. In 1933-34, interest on warrants and bonds will require $150,000,000 in school funds. Many cities, compelled to refinance, have found it necessary to pay 6 percent instead of 4 percent interest. One state increased its interest payment alone on school debt between 1930 and 1932 by three million dollars.[8]

School districts of Highland Park and Kalamazoo, Michigan, have undertaken refunding programs.[9] A refunding program of the entire municipal debt in Detroit is now in process. This includes the debt of the school district which is coterminous with the city.

Tuition Charges

Free public schools have been forced, in some communities, to become tuition schools. In one town of 15,000 population, for instance, children attending grade school pay $3 per month; high school pupils pay $5.50 per month. In this town, parents of at least two hundred children could not pay the tuition.[10]

In Blytheville, Arkansas, a city of 10,000 population, tuition has been charged in the junior and senior high schools since January 1932. The schedule of charges is as follows:[11]

Junior High School (Grades 7 and 8)		
Second semester	—1931-1932	$21.00
Entire year	—1932-1933	39.30
Senior High School (Grades 9-12)		
Second semester	—1931-1932	24.00
Entire year	—1932-1933	48.00
Entire year	—1933-1934 about	48.00

[8] U. S. Department of the Interior, Office of Education. *The Deepening Crisis in Education.* p. 13.
[9] Correspondence from C. E. Rightor, Detroit Bureau of Governmental Research, October 27, 1933.
[10] U. S. Department of the Interior, Office of Education. *The Deepening Crisis in Education.* p. 4.
[11] Greene, Crawford. "Blytheville Pays Tuition for Its High School." *American School Board Journal* 8: 78, August, 1932. This article has been supplemented by correspondence with the superintendent of schools.

ONE THING is as certain as the rising of the sun to-morrow: If we keep our machine civilization with its correlatives of ever-decreasing work hours and ever-increasing leisure, there is no sense in questioning whether a society can afford to keep a large proportion of its population in school. It has to afford it. . . . Strictly speaking, the depression caused none of the social collapse in which we have been smothering during the last two years. It has merely revealed the rotten timbers in the social structure. It did not cause the bank failures—they were caused by a bad banking system which had been bad for years. It is not wrecking the schools. It is only allowing such factors as antiquated tax systems, unjust and mismanaged tax systems, outworn forms of local government, bad banking practices, vague educational aims, pallid teaching methods, and a general feeling that education was becoming too high falutin', to have their natural effect upon the schools.

It may be true that we must wreck our educational system in order to get an intelligent tax system and a decent social order. It may be true. But it is a crying shame that the children have to foot the bill.—*"Deflating the Schools," by Avis D. Carlson in Harper's for November, 1933.*

V. Survey of Conditions by States and Regions

Conditions in the States

Table 11 shows certain changes, by states, in rural and city schools and state universities since 1930 and 1931. Data on rural schools were collected by the Joint Commission on the Emergency in Education, National Education Association; those on city schools and state universities by the United States Office of Education.

Rural conditions—About 1400 county superintendents reported information on the length of term, size of staff, and expenditures as compared with 1930. During this four year period, not quite a fourth of the states made no change in term length of rural schools. Three states decreased their term by 24, 26, and 36 percent, respectively. Minor increases in term appear in six states; North Carolina reports that the average term has increased 5 percent.

TABLE 11.—CHANGES IN SCHOOL CONDITIONS BY STATES, 1930-1934

States	Rural schools: Percent of change, 1930-1934			City schools: Percent of change, 1931-1934			Higher education: Percent of change, 1930-1934 in expenditures by state universities[2]
	Term	Staff	Total expenditures[1]	Staff	Current expenditures	Capital outlay	
1	2	3	4	5	6	7	8
Continental United States	− 4	− 3	−23	− 4.6	−19.5	−80.1	−17.7
Alabama	−36.0	+ 6	−47	− 6.5	−32.4	−93.9	−27
Arizona	0.0	−15	−31	−16.3	−42.8	−62.6	...
Arkansas	− 2.7	−14	−39	−15.6	−41.8	−20.5	...
California	− 0.6	− 1	−21	− 4.6	−15.1	−80.6	−28
Colorado	− 4.0	− 4	−27	−11.6	−38.2	−97.8	−36
Connecticut	+ 0.5	− 2	+ 3	− 3.5	−19.5	...	− 6[3]
Delaware	0.0	+ 6	+15	...	...	...	...
Florida	−18.0	+ 3	−27	− 1.3	−35.9	−84.3	− 1
Georgia	−20.0	0	−23	− 0.7	−18.4	...	+23
Idaho	− 1.0	−10	−30	− 6.5	−33.7	−66.1	− 7
Illinois	− 6.0	− 2	−28	− 7.9	−32.2	−68.0	−21
Indiana	− 1.0	+ 1	−26	− 8.7	−31.1	−79.8	− 2
Iowa	+ 0.5	− 4	−17	− 7.4	−29.0	−54.1	...
Kansas	− 0.6	− 4	−29	− 5.6	−28.8	−84.0	−39
Kentucky	− 5.0	+ 6	−30	− 3.6	−16.0	−50.2	−26
Louisiana	−24.0	+ 3	−18	+ 0.6	...	...	+59
Maine	− 2.0	− 2	−19	− 1.8	−15.2	...	− 7
Maryland	0.0	− 1	−19	...	...	...	− 8
Massachusetts	− 0.6	− 2	−11	− 2.7	− 4.9	−98.8	...
Michigan	−19.0	− 6	−37	−13.0	−37.9	−91.1	+ 1
Minnesota	0.0	− 1	−23	− 3.1	−18.1	−94.3	− 9
Mississippi	− 4.0	− 4	−42	− 5.7	−23.5	...	−81
Missouri	− 4.0	− 1	−39	+ 0.9	−25.6	−93.2	−22
Montana	− 2.0	− 7	−35	− 7.8	− 9.7	−85.6	−23
Nebraska	0.0	− 2	−35	− 6.5	−14.0	−97.2	−31
Nevada	− 5.0	+ 6	− 3	...	...	...	−18
New Hampshire	0.0	− 3	−22	− 3.2	−11.9	+ 9.7	−11
New Jersey	− 0.5	+ 2	−18	− 0.8	−24.4	−54.7	...
New Mexico	− 5.0	− 3	−17	− 6.3	−35.4	...	−18
New York	0.0	+ 2	−18	− 2.3	−13.1	−97.0	...
North Carolina	+ 5.0	− 3	−47	− 2.2	−31.4	...	− 1[4]
North Dakota	− 5.0	− 7	−39	− 7.7	−24.4	−86.3	...
Ohio	− 9.0	− 5	−31	−11.9	−20.1	−45.4	−11[5]
Oklahoma	−10.0	− 5	−26	− 8.5	−24.9	−76.6	−21
Oregon	− 4.0	− 1	−14	−14.7	−36.1	−51.6	−56
Pennsylvania	0.0	0	−13	− 2.0	−14.8	−71.2	−30
Rhode Island	0.0	+ 2	+ 3	+ 1.3	−12.7	−88.9	−12[6]
South Carolina	− 4.0	− 9	−32	− 5.2	−39.4	...	−43
South Dakota	− 2.0	−21	−20	−10.1	−25.2	−89.1	−24[7]
Tennessee	− 2.0	+ 1	−23	− 3.4	−17.0	+ 1.9	−40
Texas	+ 2.0	0	−15	−10.5	−28.4	−88.4	...
Utah	0.0	− 6	−38	− 2.4	−23.5	−99.6	−23
Vermont	+ 0.6	− 5	−18	− 7.1	−18.8	...	...
Virginia	− 5.0	− 3	−22	+ 2.2	−21.9	−90.6	+21[8]
Washington	+ 3.0	− 6	−29	− 5.8	−29.5	+47.6	−42
West Virginia	−26.0	− 3	−44	−13.3	...	...	...
Wisconsin	− 0.6	− 1	−27	− 1.3	−15.6	−74.5	...
Wyoming	− 4.0	− 8	−25	−13.2	−22.2	−98.2	−17

Sources: Data in columns 2-4 from unpublished report, Joint Commission On the Emergency In Education; columns 5-7, *City Schools and the Economic Situation*, Circular No. 124, October, 1933, U. S. Office of Education; column 8, *The Economic Outlook In Higher Education For 1933-34*, Circular No. 121, U. S. Office of Education.

[1] Capital outlay and interest included.
[2] Educational and general expenses, including building costs.
[3] Connecticut Agricultural College.
[4] State College of Agriculture and Engineering.
[5] Ohio University.
[6] Rhode Island State College.
[7] State College of Agriculture and Mechanic Arts.
[8] Virginia Polytechnic Institute.

Decreases in the number of rural school teachers employed are more frequent than increases. Alabama, Delaware, Kentucky, and Nevada report an increase of 6 percent. Arkansas, Arizona, and South Dakota show decreases of 14, 15, and 21 percent, respectively.

Rural school expenditures have increased in only three states; Connecticut and Rhode Island, 3 percent; Delaware, 15 percent. The decrease, with one exception (Nevada, 3 percent), is at least 11 percent. The average decrease on this item is 23 percent.

City school trends—City schools show a 4.6 percent decrease in staff since 1931; decreases of 19.5 percent in current expenditures, and 80.1 percent in capital outlay. Reductions in city school personnel are general throughout the states, although the decreases are nowhere more than 16 percent. Most states have decreased their current city school expenditures by at least 12 percent, although in Massachusetts the decrease was 4.9 percent, in Montana, 9.7 percent. Arizona and Arkansas cut these expenses by as much as 42 percent. Washington, due primarily to action by a single city, stands out with an increase in capital outlay for city schools of 47.6 percent. New Hampshire reports a 9 percent increase; Tennessee, 1.9 percent. However, all other states have made reductions in capital outlays of not less than 20 percent, and generally over 45 percent.

Higher education—State universities have generally decreased their expenditures since 1930. A decrease of 30 percent or over appears in nine states: Colorado, Kansas, Mississippi, Nebraska, Oregon, Pennsylvania, South Carolina, Tennessee, and Washington. On the other hand, the state universities in Georgia

TABLE 12.—CHANGES IN SCHOOL CONDITIONS BY REGIONS, 1930-1934

Regions	Number of schools closed in rural areas	Rural schools: Percent of change, 1930-1934			City schools: Percent of change, 1931-1934			Higher education: Percent of change, 1930-1934 in expenditures by state universities[2]	General standing of region (on maintenance of pre-depression standards)
		Term	Staff	Total expenditures[1]	Staff	Current expenditures	Capital outlay		
1	2	3	4	5	6	7	8	9	10
North Atlantic...	7	0	+0.6	−16	−1.8	−15.7	−79.3	−13.2	Best
Comment—No reduction in rural terms; least reduction in rural and city expenditures, and in city capital outlay. This area contains two of the three states (Connecticut, Rhode Island, and Delaware) which increased rural school expenditures. Massachusetts, New Hampshire, New York, and Pennsylvania report relatively slight reductions in city current expense. New Hampshire is one of the three states increasing capital outlays in city school systems. Conditions in this area apparently best in Rhode Island and New Hampshire; worst in Maine. Non-payment of salaries serious in New Jersey.									
North Central....	1,088	— 4.0	−5	−27	−7.8	−26.4	−80.7	−17.6	Worst
Comment—More than half of all closed schools are in this area. Heaviest staff reductions in both rural and city schools; heaviest reductions in current expenses in city school systems. Conditions in this area apparently best in Indiana; worst in Kansas and the Dakotas. Non-payment of teachers' salaries serious in Cook County, Illinois, and in Ohio, and Wisconsin.									
South Atlantic...	80	— 6.0	−2	−24	−1.2	−21.7	−91.6	— 1.5	Good
Comment—This area has, on the whole, the least reduction in staffs of city school systems and in support of state universities. It does have, however, the greatest reduction in capital outlays in city school systems. Unusual variations in school conditions occur among the states of this region. For example: West Virginia has the second greatest reduction of any state in the country in rural school term; North Carolina the greatest increase in this item. North Carolina is one of the two states that have the greatest decrease in rural school expenditures; Delaware has the greatest increase in this item. Conditions in this area apparently best in Delaware; worst in West Virginia.									
South Central...	608	−13.0	+1	−29	−6.4	−25.5	−80.2	−22.7	Poor
Comment—This area has the worst average reduction in rural school terms and expenditures, but rural school staffs have been, on the whole, well maintained. Arkansas city school budgets for current expense have been reduced more than in any other state except Arizona. Mississippi has most severe cuts in state university support. Conditions in this area apparently best in Louisiana; worst in Arkansas.									
Western	99	— 0.6	−3	−23	−7.2	−16.9	−82.2	−26.8	Fair
Comment—This area is neither best nor worst except that its state universities have suffered, on the whole, the largest reductions in financial support. Nevada is one of the four states that show the most important increase in rural staffs; on the other hand, Colorado and Arizona have unusually severe reductions in city school staffs. Conditions in this area apparently best in Washington; worst in Arizona.									

Regions include the following states: *North Atlantic*—Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, Vermont; *North Central*—Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, Wisconsin; *South Atlantic*—Delaware, Florida, Georgia, Maryland, North Carolina, South Carolina, Virginia, West Virginia; *South Central*—Alabama, Arkansas, Kentucky, Louisiana, Mississippi, Oklahoma, Tennessee, Texas; *Western*—Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, Wyoming.

Sources: Data in column 2 are from preliminary report, Joint Commission on the Emergency in Education, "Data on Closed Schools, Short Terms, and Sub-code Teachers, 1933-34"; columns 3-5, unpublished report, Joint Commission; columns 6-8, *City Schools and the Economic Situation*, Circular No. 124, October, 1933, U. S. Office of Education; column 9, *The Economic Outlook in Higher Education for 1933-34*, Circular No. 121, September, 1933, U. S. Office of Education.

[1] Capital outlays and interest included.

[2] Educational and general expenses, including building costs.

and Louisiana and the Virginia Polytechnic Institute report increased expenditures since 1930 of 23, 59, and 21 percent, respectively.

Survey of Conditions By Regions

Table 12 reports for five major geographic regions within the United States the same type of data as have already been given by individual states in Table 11. The states included in each region are indicated in the footnotes to the table.

Besides presenting a comprehensive review of the situation, this table shows certain important national and regional trends.

First, it shows clearly that there are differences, not merely between states, but also between regions with respect to the intensity of the effect of the depression on school programs.

Second, the table shows that the states in the Northern Atlantic area, which includes the six New England states together with New York, New Jersey and Pennsylvania, have on the whole felt the impact of the depression least as far as the curtailment of previously existing educational services is concerned. This entire area has practically no closed schools. It has, on the average, no reductions whatever in the length of term of rural schools. Its reports show a slight increase in the staffs of rural schools and only a very slight decrease in the staffs of urban schools. It is impossible to decide with certainty which state has suffered least. It seems clear, however, that Rhode Island and New Hampshire have thus far escaped the most severely destructive forces which have operated in a number of other states. This is not to say that serious curtailments have not occurred in some school systems within these states, but as a whole they appear to be well off when compared with less fortunate regions as far as the maintenance of educational opportunities is concerned.

Third, the table indicates that the region where schools have been most severely affected by the depression is the North Central area. This area contains more than one-half of all the closed schools in the United States and shows heavy reductions in every item included in the table. The state of Kansas, together with the Dakotas, appear to be the most severely affected.

Between such conditions as exist in Rhode Island and New Hampshire, and in Kansas and the Dakotas are arranged the other states. Arkansas, Arizona, and West Virginia would be included among those most severely affected. Virginia, Delaware, and Washington would be included along with those states which appear to be maintaining pre-depression standards rather well when compared with neighboring states.

In considering the above discussion and Tables 11 and 12, two cautions should be kept in mind.

First, these tables have no reference to the level of educational opportunity maintained either now or before the depression. They merely show the extent of reductions. A state or region which was maintaining a very meager program prior to the depression but which had reduced that program very little would be reported as better in this respect than a state which maintained a very good school program which had been reduced excessively.

Second, new legislation and changed economic conditions are causing rapid changes in the educational situation of most states and regions.

Conditions in the Territories

Alaska—Although departmental appropriations for 1933-34 were cut, the Territorial Legislature was considerate of the needs of the schools. Fourteen out of sixteen schools have reduced teachers' salaries, for this year, from 2.4 to 19 percent. Janitors' salaries in nine schools went down 6.6 to 19 percent. Four schools reduced the pay of clerks.[1]

Hawaii—Reduced revenues during 1932-33 handicapped to some extent the regular work in Hawaiian public schools. For the biennium 1932-33 school appropriations were reduced by $2,370,000.[2]

Philippine Islands—By 1931, financial reverses had created serious problems in maintaining schools, particularly elementary schools, in the Philippine Islands. Emergency aid was required at the opening of the school year 1931-32, to reopen 664 classes and accommodate 23,341 pupils.[3]

[1] "Status of Schools Better In Alaska," and "Salary Reductions." *Alaska School Bulletin* 16: 1, 2; September, 1933.
[2] Territory of Hawaii. *Biennial Report of the Department of Public Instruction 1931-1932.* Honolulu: the Department, 1932. p. 5.
[3] Philippine Islands, Director of Education. *Thirty-Second Annual Report for the Calendar Year 1931.* Manila: Department of Public Instruction, Bureau of Education, 1932. p. 15.

Recent Articles on School Conditions in Lay Magazines

AMIDON, BEULAH. "Teachers Look at Education." *Survey* 68: 78-79; April 15, 1932.

The depression may in some ways benefit the schools by leading to a new evaluation of accepted school plans and processes.

ANONYMOUS. "Spasmodic Diary of a Chicago School-Teacher." *Atlantic Monthly* 152:513-26; November, 1933.

Glimpses of school board meetings, teachers' demonstrations, and records of restricted living standards. Notes extend over months of March to September, 1933.

BENNETT, HELEN CHRISTINE. "The Little Red School House Is in the Red." *Cosmopolitan* 95:56-7, 163-65; November, 1933.

Describes unfavorable school conditions reported by 143 persons. Hopeful signs include: Federal Emergency Relief Administration; North Carolina's guaranteed 8-month term; new county unit law in West Virginia; new income taxes in Alabama and Oklahoma.

CARLSON, AVIS D. "Deflating the Schools." *Harper's* 168:705-14; November, 1933.

According to this article, "it may be true that we must wreck our educational system in order to get an intelligent tax system and a decent social order, but it is a crying shame that the children have to foot the bill."

COOK, LOUIS H. "Taxes." *Country Gentleman* 101: 16-17, 71; November, 1931.

State legislatures have attempted to amend tax systems without placing heavier burdens on real estate. Describes significant trends of school finance in California, Delaware, and Utah. "In school taxation the wind seems to be blowing in the direction of paying more and more of school costs from income or other indirect taxation, and of making educational costs a state rather than a local responsibility."

COOPER, WILLIAM JOHN. "The Crisis in Education." *Scribner's* 103:129-31; February, 1933.

Schools have suffered irreparable injury through shortened terms, increased teacher load, lack of books, and neglect of physical plant. State and nation together should finance schools.

CRABTREE, J. W. "The Kind of Schools We Want." *American Legion Monthly* 14:16-17, 55-56; February, 1933.

Schools have felt seriously the effect of business stagnation, unemployment, bank closings, farm foreclosures, and tax delinquency. The public should protect child welfare and the integrity of the public school system.

FISHER, DOROTHY CANFIELD. "A Child Can Not Grow Up Twice." *Good Housekeeping* 95:17, 122, 124, 126, 128; November, 1932.

Urges the public to unite in their efforts to secure adequate schooling for children, just as they formerly united to aid the World War soldiers.

GAUSS, CHRISTIAN. "The New Deal Re-echoes in the College." *New York Times Magazine*, September 24, 1933. p. 5, 19.

Although the college student body appears promising, this year's outlook for the general welfare of professors is discouraging.

KNIGHT, EDGAR W. "The Scourge of the Schools." *Outlook and Independent* 159:430-31, 448; December 2, 1931.

Legislative action in some states has set the schools back many years and lowered the morale of the teaching staff. The public is largely responsible for the organization of the school system that it now condemns.

LANGDON, EUNICE. "The Teacher Faces the Depression." *Nation* 137:182-85; August 16, 1933.

A summary of reports on school retrenchments. Recommends improved forms of taxation, more extensive state and Federal aid, stronger teachers' associations, and resistance to false economies.

MOEHLMAN, ARTHUR B. "The Depression-Demagogue at School." *New Outlook* 161:53-55; December, 1932.

Reductions in current school appropriations may destroy a valuable capital investment. School expenditures may have been unnecessarily high in some places, owing to size of the administrative unit, an archaic tax system, or continuation of expensive, duplicate forms of local government.

NORTON, JOHN K., and NORTON, MARGARET A. "What's Happening to the Schools." *Survey* 68: 236-38, 256; June 1, 1932.

School boards are working out different solutions of doing more work on less money. Costs have been reduced through increased teacher load, shortened term, postponed building programs, curtailed service, and reduced salaries.

PARKER, FRED C. W. "Special Objectives for 1932-33: Maintenance of Adequate Educational Facilities." *Kiwanis Magazine* 17:403; September, 1932.

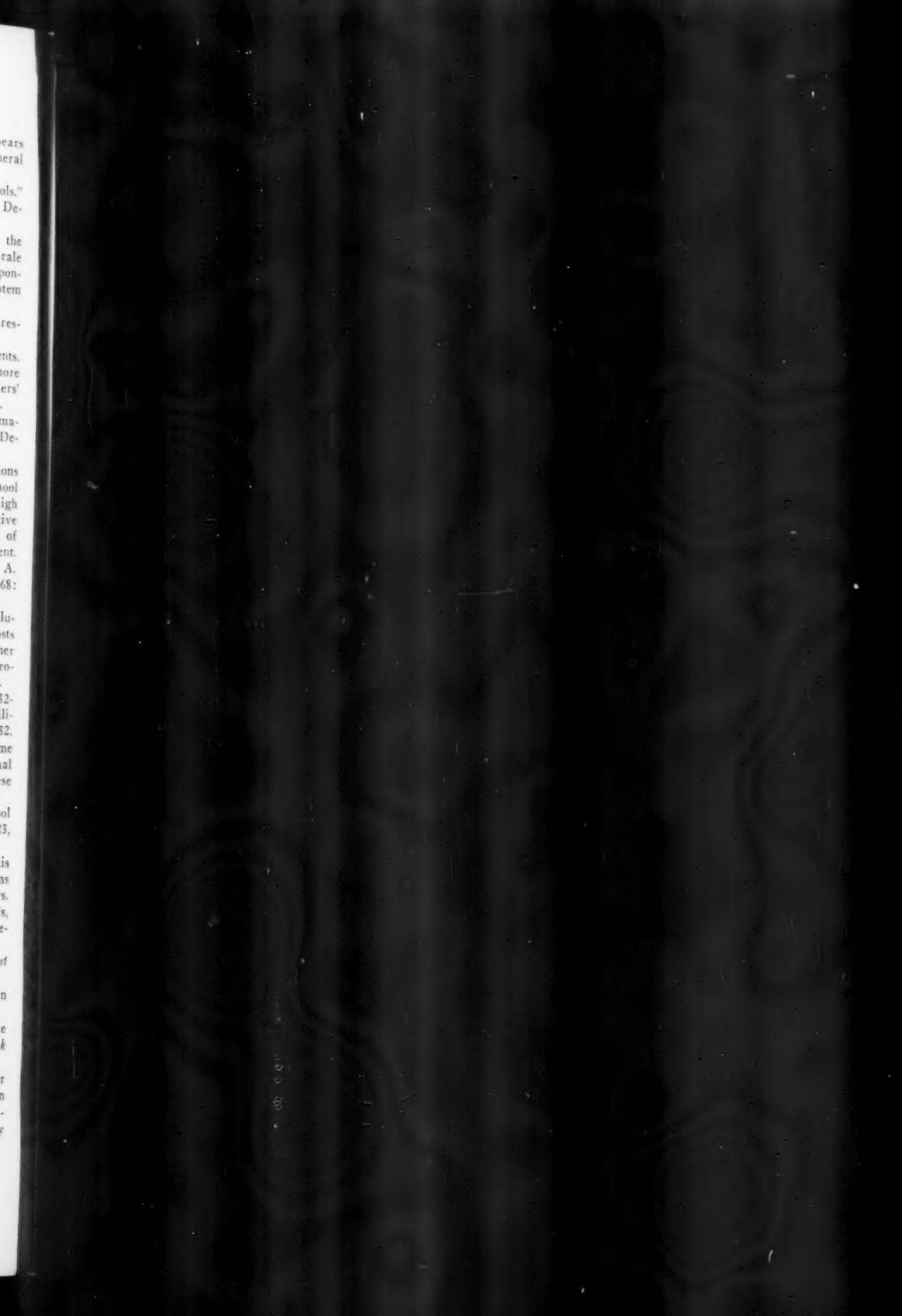
A larger number of pupils at the present time desire to continue school work than in normal times. If school opportunities are denied, these children will be trained in anti-social ways.

PARRISH, WAYNE W. "The Plight of Our School System." *Literary Digest* 116:32; September 23, 1933.

The real crisis in education has arrived this fall. Many states have witnessed the loss of gains made slowly over a period of ten to fifteen years. The article summarizes data on closed schools, shortened terms, salary cuts, and general retrenchments.

"Schools Can Bring Better Times." *Literary Digest* 114:28, 30, 32; September 17, 1932.

Describes the school as a consumer and an agent in training consumers.

TIGERT, JOHN J. "The University's Place in the State." *Review of Reviews and World's Work* 87:37, 52; May, 1933.

Publicly supported schools are in greater danger from uneconomical reductions than privately endowed institutions. Several state colleges of higher learning have been practically scuttled.